

# DOMESTIC HUMANITARIAN RESPONSE

UGANDA REPORT



Development  
Research and  
Training





## TABLE OF CONTENTS

<b>Acknowledgement</b>	<b>4</b>
<b>List Of Acronyms</b>	<b>5</b>
<b>Executive Summary</b>	<b>7</b>
<b>1. INTRODUCTION</b>	<b>9</b>
1.1 Rationale	9
1.2 Purpose	9
1.3 Objectives	9
1.4 Methodology and approaches used	10
1.5 Study sites	10
<b>2. STRUCTURES, LEGISLATION, POLICIES AND BUDGETS</b>	<b>13</b>
2.1 Government	13
2.2 Civil society	17
2.3 Private sector	17
2.4 Remittances	18
2.5 Communities, households and individuals	19
<b>3. DOMESTIC RESOURCE FLOWS</b>	<b>20</b>
<b>4. IMPACTS AND BENEFITS</b>	<b>23</b>
4.1 Significance of domestic resources	23
4.2 Impact of disasters on domestic humanitarian response	27
4.3 Over all changes in domestic humanitarian response over the last ten years	27
4.4 Perception of domestic response vis-à-vis international response	27
<b>5. TARGETING</b>	<b>29</b>
5.1 Who receives most or least and why?	29
5.2 What are the mechanisms in place to ensure equitable and inclusive allocation of resources?	29
<b>6. DECISION MAKING, INFORMATION FLOWS AND ACCOUNTABILITY</b>	<b>31</b>
6.1 Decision-making	31
6.2. Information flows	32
6.3. What are the systems of redress	32
<b>7. CONCLUSIONS AND IMPLICATIONS</b>	<b>33</b>
Recommendations	33

## ACKNOWLEDGEMENT

This study was possible because of the cooperation and assistance of various individuals, institutions, organisations and authorities.

Development Research and Training (DRT) and Development Initiatives (DI) are grateful to the Office of the Prime Minister (OPM), Ministry of Education and Sports, UN Office for the Coordination of Humanitarian Affairs (OCHA, UN Development Programme (UNDP), Musalaba Mwekundu Ltd, MTN Uganda, Uganda Telecom Ltd (UTL), Stanbic Bank, Standard Chartered Bank; Uganda Red Cross Society among other civil society, private sector and government agencies, Pader and Kaberamaido district authorities, sub county officials and local council leaders in the respective villages and camps visited for the information and support given during the study.

Special thanks go to the research team comprised of Jane Keylock (DI), Betty Kasiko (DRT), Marion Mbabazi (DRT), Martin Basala (DRT), John Bosco Mubiru (DRT), Phiona Ssanyu (DRT) and Chris Elliot (DRT intern during the time of the research).

Sincere gratitude goes to Mr. Male Charles (DRT) especially for the logistical support rendered and photography.

To all of you we appreciate your contribution!

## LIST OF ACRONYMS

ASTU	Anti Stock Theft Unit
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
DDMCs	District Disaster Management Committees
DDMR	Department of Disaster Management and Refugees
DRC	Democratic Republic of Congo
DRR	Disaster Risk Reduction
EVI	Extremely Vulnerable Individuals
FBOs	Faith Based Organisations
GDP	Gross Domestic Product
GT	Graduated Tax
HIV	Human Immunodeficiency Virus
IDPs	Internally Displaced Persons
INGOs	International Non Governmental Organisations
LCLI	Local Council Leader One
LDU	Local Defence Unit
LRA	Lords Resistance Army
MAAIF	Ministry of Agriculture Animal Industry and Fisheries
MPED	Ministry of Finance Planning and Economic Development
NAADS	National Agricultural Advisory Services
NECOC	National Emergency Coordination Operation Centre
NGOs	Non Governmental Organisations
OPM	Office of the Prime Minister
PAF	Poverty Alleviation Funds
PDPA	Public Disposal and Procurement Act
PGD	Participatory Group Discussion
PLA	Participatory Learning Approaches
PWD	Person with Disability
SCDMCs	Sub County Disaster Management Committees
SOCADIDO	Soroti Catholic Diocese Integrated Development Organisation
TEDDO	Teso Diocese Development Organisation
UN	United Nations
UNDP	United Nations Development Programme
URCS	Uganda Red Cross Society
UTL	Uganda Telecom Limited
WFP	World Food Programme

## LIST OF GRAPHS

- Graph I Trends in remittances to Uganda
- Graph II Remittance to Uganda by region
- Graph III Trends in the Department of Disaster Management and Refugees' estimates of recurrent expenditure
- Graph IV Trends official humanitarian assistance budget for the last ten years

## LIST OF FIGURES

- Figure I A new proposed disaster management structure
- Figure II Private sector humanitarian response
- Figure III Significance of humanitarian response during the LRA insurgency
- Figure IV Significance of humanitarian response during the Karimojong raids
- Figure V Significance of humanitarian responses during the floods

## Executive Summary

The purpose of the study was to assess how domestic response contributes to the overall humanitarian response in Uganda over a 10 year period by mapping the domestic response resource flows, assessing the impact and benefits of each resource flow, determining how the resources are targeted, mapping how actors claim resources and assessing both the data and the utility of the method used in capturing and analysing the data.

Pader and Katakwi districts have suffered protracted and recurring disasters in the last ten years including cattle raids by the Karimojong people for roughly fifty years, the Lord's Resistance Army (LRA) insurgency from as early as 1987 and land disputes relating to the LRA war which started at the start of the resettlement process in Pader (late 2007), floods in 2007 with spill over effects up to 2008 and a prolonged dry spell and related outbreak of hunger in 2009.<sup>1</sup>

Of all the assistance provided in response to the conflict, communities valued the provision of security most, especially as it created a safe environment to enable other forms of assistance to be given. Security was mainly provided from domestic sources – the government response included encampment of the population, disarmament of the Karimojong warriors and peace negotiations by the government while men from affected communities volunteered to guard the population. Following the floods in 2007, evacuation and settlement in camps were valued most, as was casual labour conducted by the affected community as it provided a reliable source of income. Additional domestic responses from the various disasters include the provision of relief food and non-food items by the government, civil society, private sector and Uganda citizens, sharing food amongst affected communities, affected individuals helping each other to evacuate and safer communities in neighbouring areas offering refuge. The existence of disaster management and response structures and legislation was evident at national and district levels although the functionality and effectiveness of some of the structures particularly at lower local government levels was reported to be limited, partly attributed to the lack of funding. However, government humanitarian financing has increased since 2000 and the response by the government has improved not only in terms of timeliness but also the fact that the government now provides relief items whereas previously it only coordinated other responses.

Domestic response is crucial for the overall effectiveness of humanitarian assistance in Uganda and has a significant role to play in a number of different situations, particularly when the presence of international organisations is relatively low. The challenge is to grow a humanitarian response system which plays on the strengths of all humanitarian actors be they domestic or international, while at the same addressing their constraints and certainly not undermining efforts which can be perceived by those affected as having enormous value.

## Recommendations

- There is need to improve the documentation and counting, down to project level, of domestic humanitarian responses and efforts including those of national government, private sector, local government and individuals in order to facilitate more coordinated, efficient and effective mechanisms.

---

<sup>1</sup> The Karimojong reside in the north eastern region of Uganda that borders Kenya and Sudan and they traditionally live as semi-nomadic herders.

- This should include in-kind donations.
- Ensure that domestic activities and resources are clearly and publically reported at all administrative levels (community, sub-county, district and central government levels) by all actors and ensure it is transparent and accountable.
- The international community should recognise domestic response and understanding the strengths, value and weaknesses of each domestic actor.
- Ensure domestic actors are incorporated into planning and response mechanisms.
- The involvement of domestic actors should occur from the outset, rather than during the recovery phase when international agencies begin to leave.
- The resilience of communities should be re-built, given the breakdown of social networks resulting from conflict.

## 1.1 Rationale

Resources mobilised by governments, organisations and individuals of countries affected by crisis are significant in terms of volume and effectiveness but data is neither reported nor collated internationally. Yet better information on domestic humanitarian provision and interventions is a prerequisite for a more coherent and coordinated response shared between affected countries and the international community. This prompted a Uganda country study on *Domestic Humanitarian Response* conducted by Development Research and Training (DRT) with support from Development Initiatives.<sup>2</sup>

## 1.2 Purpose

- To assess how domestic response contributes to the overall humanitarian response in Uganda over a 10 year period

## 1.3 Objectives

- To conduct a robust comparative analysis based on a common framework and methodology that generates data that is credible and useful internationally.<sup>3</sup>
- To map the domestic response resource flows, the source of each flow, the volume of resources (gathering quantitative data where possible), the type of resources and what triggers each flow.
- To assess the impact and benefits of each resource flow
- To determine how the resources are targeted and the inclusion and equity of resource allocation.
- To map how actors claim resources, how resources are accessed, how the providers of resources are held to account and who is involved in shaping the response and how.

<sup>2</sup> Development Research and Training is a Ugandan not-for profit organisation mainly working on poverty and policy research; policy analysis and policy engagement aimed at influencing pro poor policies in the country.

<sup>3</sup> A simultaneous study was carried in Bangladesh using the same methodology

## 1.4 Methodology and approaches used

An analytical framework was used to guide the study (see appendix for details) which mainly adopted a qualitative approach where a range of methods such as Participatory Group Discussions (PGDs), key informant interviews and community meetings were used. Participatory Learning Approaches (PLA) tools were employed to enhance participation in the study process.<sup>4</sup> Secondary data on domestic humanitarian structures and policies was gathered and financial data was collected where possible to try and quantify domestic humanitarian assistance. A literature review provided further information and a context analysis of the study sites and the overall situation helped identify key individuals, groups and organisations to be included in the study at national and sub-national level.

Key informant interviews were conducted at national, district and sub-county level with government, civil society and private sector staff. PGDs were held at village level to obtain the views of the community (see appendix for lists of interviews) and these were homogenous in terms of gender, age and social group as far as possible (see appendix for list of respondents). An average of 10 PGDs was conducted in each study site with an average of 15 people in each PGD. A diverse range of social groups were included in the PGDs including local council leaders, religious leaders, people with disabilities (PWD), local business community, the elderly, women, men, youth and the elite. Feedback workshops were held to verify the data that was obtained.

## 1.5 Study sites

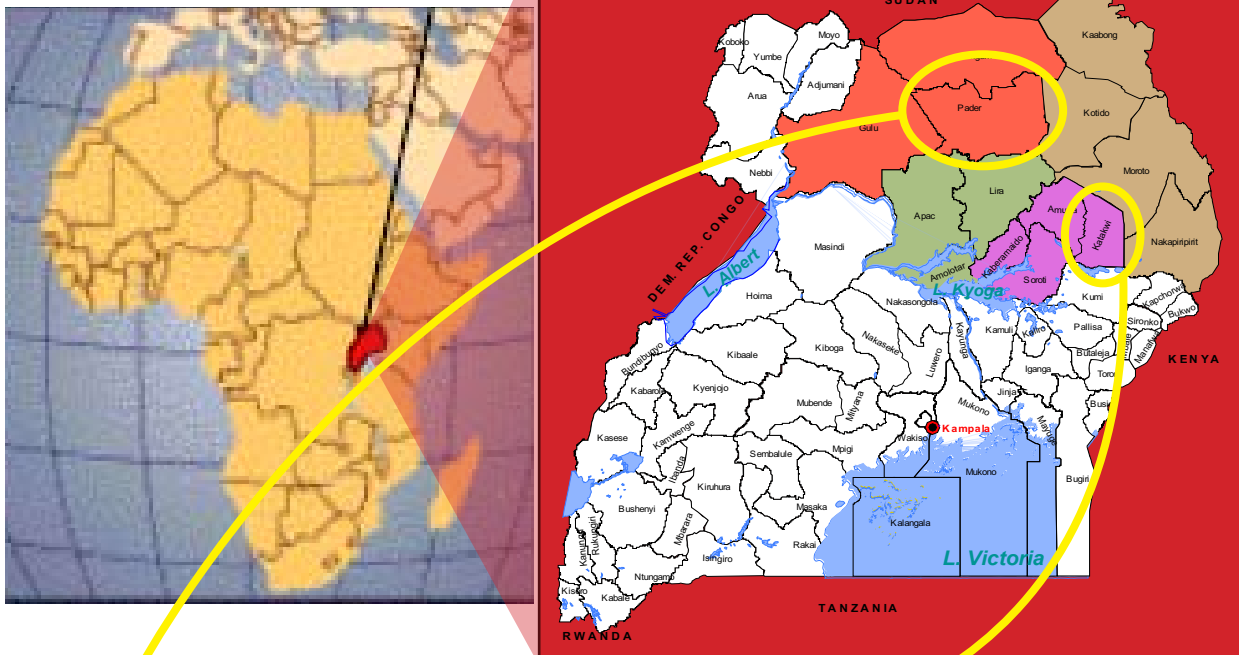
Four study sites were chosen in two districts (two in each district). To enable a variety of domestic responses to be captured the districts were chosen according to the nature of humanitarian crisis. Pader district in northern Uganda is an example of a conflict area whereas Katakwi district in north-eastern Uganda has a history of conflict and recurring natural disasters (floods and drought).

Within the districts, two sub counties were chosen, one with urban and one with rural characteristics.<sup>5</sup> This was in a bid to compare types, volumes, sources and triggers of domestic responses in rural and urban areas as well as incorporating issues of access for other study objectives.

<sup>4</sup> Spokes is a participatory tool developed by CR2 Social Development

<sup>5</sup> Katakwi Town Council and Ngariam Sub County in Katakwi District-were chosen for the pilot study. For the actual study, Usuk and Mago Sub Counties in Katakwi District; Patongo Town Council and Awere Sub County in Pader District were selected.

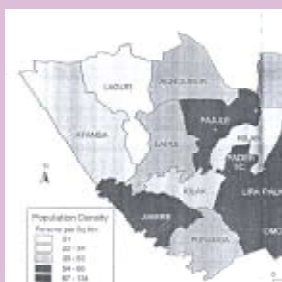
### 1.5.1 A brief on the study districts



#### **PADER**

Pader is a district in Acholi land in Northern Uganda. It is one of the districts most affected by the two decade (1987-present) LRA insurgency. During the conflict, the population suffered from numerous humanitarian crises, including;

- Massive internal displacement (up to 95% of the population) and associated problems
- Human rights abuses such as child abduction, use of child soldiers

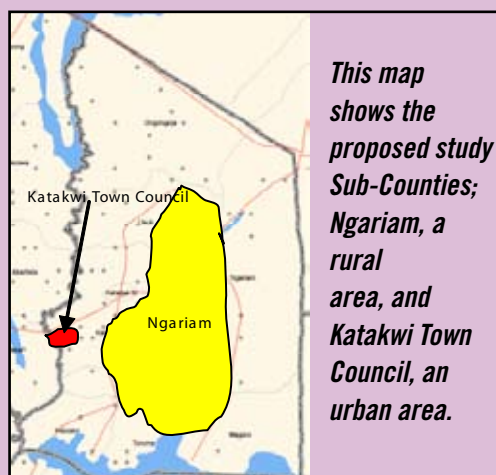


The region also suffers periodic cattle rustling from the Karimojong and is also prone to natural disasters, including droughts and floods, resulting in pervasive food insecurity.

Above is a map showing the proposed study Sub-Counties; Awere, a rural area, and Patongo town council, an urban area.

#### **KATAKWI**

Katakwi is a district in the Teso sub-region of north-eastern Uganda. It has been heavily affected by natural disasters, the most recent of which was the 2007 floods which destroyed the homes and livelihoods of hundreds of thousands of people.



The district has also experienced much conflict, particularly cattle rustling from the Karimojong (which was at its worse during 2006) as well as hosting a large IDP population during the LRA war in the North. This has left Katakwi in an almost perpetual state of vulnerability and humanitarian crises.

## Humanitarian crises that have hit the study areas in the last ten years

*Karimojong cattle raids:* the Karimojong reside in the northeast region of Uganda that borders Kenya and Sudan. Traditionally the Karimojong live as semi-nomadic herders and cattle raiding and the small arms are common in this region. “The Karimojong live and die for cattle - the determinant of seemingly everything in a pastoral life”.<sup>6</sup>

Attacks in Pader and Katakwi started over 50 years ago persisting up to today. So far, the most intense period of insecurity in the study districts were in 1987-88 and in 2002-03 which caused massive loss of lives and property, displacement and general insecurity more especially in sub counties bordering the Karamoja region such as Ngariam, Magoro and Usuk in Katakwi district and Patongo, Adilang, Lapono, Kalongo in Pader district respectively. With the persistent cattle rustling, food production has decreased over the years contributing to a food gap in the districts. The prolonged insecurity from Karimojong attacks and subsequent movement of the population into camps has limited livelihood options for the local people.

*The Lords' Resistance Army (LRA) insurgency:* the insurgency caused by tension between the government of Uganda and LRA rebels is one of the longest conflicts throughout Africa. It started in 1986 persisting until 2007 when the rebels and the Government signed a cessation of hostilities agreement and commenced peace negotiations. During this process the LRA moved out of northern Uganda and into the Democratic Republic of Congo (DRC). Peace negotiations have subsequently broken down but the LRA have not returned to Uganda to date. This improved security environment has permitted the beginning of resettlement of the population from camps.

The LRA conflict led to a severe humanitarian crisis in the entire northern, north-eastern and parts the West Nile region of Uganda characterised by violent attacks against civilians, extensive displacement, destruction of public infrastructure, abduction of both children and adults, loss of lives and property. Life in the Internally Displaced Persons (IDP) camps was characterised by congestion, unsanitary conditions and easy spread of diseases, gender-based violence, alcohol abuse and prostitution (leading to increased prevalence of human immune-deficiency virus (HIV). The limited agricultural production led to food insecurity and malnutrition as well as a reliance on food aid.

*Floods:* these occurred in 2007 and swept through the entire northern and Teso region (including Pader and Katakwi districts) leading to massive destruction of crops, homes and infrastructure as well as limited access to social services and displacement. Following the floods, outbreaks of disease claimed the lives of humans and animals. The persistent water logging which destroyed crops and inhibited production in the subsequent seasons is reported by the communities to have caused hunger, affecting women and children most. The long period of water logging led to breeding of crop pests which continuously affected food production for a longer period of time in 2008.

The districts were also reported to have been hit by a *prolonged dry spell in 2009*. Other severe episodes of drought in the regions were experienced 1980, 1994, and 2000. The long spells exacerbated vulnerability and caused food shortages and malnutrition.

*Land disputes* in Pader as a result of the LRA conflict have been increasing since 2007 (when people started resettling from the camps). These are attributed to a long stay in camps (for about 20 years) and the death of some elders who would usually help with demarcating original land boundaries during the resettlement. The local population fear that the disputes, which mostly affect Awere, Puranga, Patongo and Omot sub-counties in Pader, may increase if not given adequate attention. Increasingly lives are being lost due to the disputes and agricultural production during the post-conflict recovery phase is being disrupted. According to several interviews this is likely to further exacerbate food shortages if there is not any early interception by relevant authorities.

6 [www.karamoja.com](http://www.karamoja.com)

# 2

## STRUCTURES, LEGISLATION, POLICIES AND BUDGETS

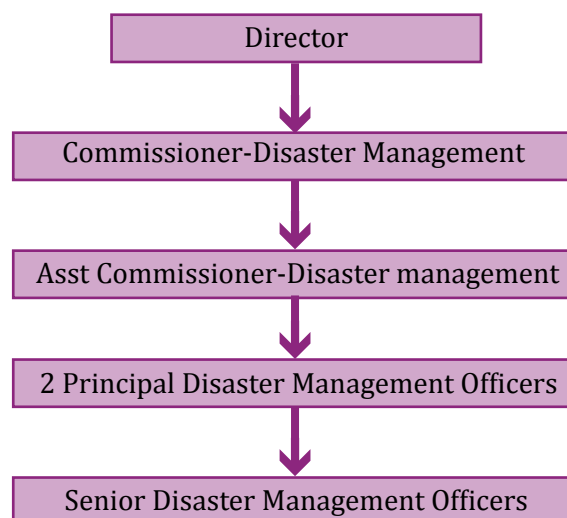
### 2.1 Government

#### 2.1.1 Structures

Over the years, structures and policies have been put in place to guide the country's overall disaster management and response. At the national level, a Ministry of Disaster Management and Refugees under the Office of the Prime Minister (OPM) was established. The ministry coordinates the development of capacities (human resource, financial and technical) for prevention, preparedness, and response to disasters and refugees, assists and resettles IDPs in Uganda and receives refugees from other countries. It also carries out implementation plans for food security, clearance of landmines and other explosive remnants of the war as well as coordinating and training inter-agency officers in Incident Command Systems in disaster management.<sup>7</sup>

Under this ministry headed by two political leaders, an Honourable Minister assisted by an Honourable Minister of State, there is a specific department handling disaster response issues - the Department for Disaster Management and Refugees (DDMR). The department is headed by a commissioner for disaster management under whom is an assistant commissioner for disaster management, two principal disaster management officers and a disaster management officer. All the technical officers in the OPM are under a permanent secretary. A Principal Disaster Management Officer noted that plans are underway to upgrade this department into a directorate. A new structure (indicated below) has already been drawn and approved by Public Services and only waits for approval from Ministry of Finance Planning and Economic Development (MFPED).

**Figure I: A new proposed management structure**



<sup>7</sup> "A set of personnel, policies, procedures, facilities, and equipment, integrated into a common organizational structure designed to improve emergency response operations of all types and complexities." -Wikipedia

A National Emergency Coordination Operation Centre (NECOC) has been established to coordinate stakeholders and to manage sudden onset disasters. It currently has one staff, a Director who is a military General. Because of this and based on the fact that the military is better equipped with helicopters, evacuation equipment and rescue skills, the general military response to disasters in the country has improved as illustrated in the recent Bududa mudslide disaster in eastern Uganda. This is seen as a positive step in disaster preparedness and improved response in the country.

Disaster management desk officers in the various sector ministries have been established who are responsible for lobbying for the integration of disaster issues into sector plans ensuring budgetary allocation and implementation of sector-specific disaster management activities. However the functionality and effectiveness of the structure is debatable as any technical staff in a given sector ministry can be appointed as a disaster desk officer, sometimes without prior knowledge or skills in disaster management, and they are expected to perform the role in addition to existing responsibilities and sometimes. As a result often attention is paid to assigned duties rather than disaster related activities.

Other disaster management structures coordinated by the OPM include ad hoc taskforces that sit under various sector ministries when disasters relate to a specific sector, such as a health crisis. There is also a disaster technical working group, bringing together sector ministries and civil society organisations (CSO).

At the local government (district and sub-county) levels, disaster management structures such as District Disaster Management Committees (DDMCs) and Sub-County Disaster Management Committees (SCDMCs) have been established and plans to establish disaster management committees at parish level are underway.<sup>8</sup> The committees are responsible for disaster management planning and coordination and the two study districts had fully developed district disaster management plans which included budgets. However, these were for planning purposes and were not funded as it was noted that the government doesn't have adequate funds.

Structures are functional at the height of a disaster but as calm is restored, the committees and structures become less functional. The committees are also reported to be existent and functional only in disaster prone districts in the country, mostly northern and north eastern districts, which have experienced prolonged and frequent disaster occurrences. DDMCs and SCDMCs are comprised of sector heads who may prioritise sector-specific issues over general disaster response issues, thus affecting the performance of these committees.

United Nations Development Programme (UNDP) under its Crisis Management Programme has established a disaster coordination office at district level. The coordinators are responsible for building the capacity of local government officials in disaster planning and response including assisting districts to develop District Disaster Plans. However these disaster coordination offices are only in a few disaster prone districts mostly in northern and north eastern Uganda and the coordinators are recruited by the government and funded by UNDP. It was observed that they might be undermining the local capacity by driving the entire process of developing disaster plans in the selected districts with limited involvement of the local government officials. The development of plans was seemingly done to fulfil donor requirements rather than for actual capacity enhancement and full ownership by local governments.

### 2.1.2 Policies and legislation

Presently, a draft National Disaster Risk Reduction and Management Policy which will be the country's overarching disaster risk reduction, management and response framework is before the Executive (Cabinet) awaiting approval.

<sup>8</sup> Local government structure in Uganda includes the district at the top and under it are Sub Counties; parishes and lastly villages which are the lowest units of administration

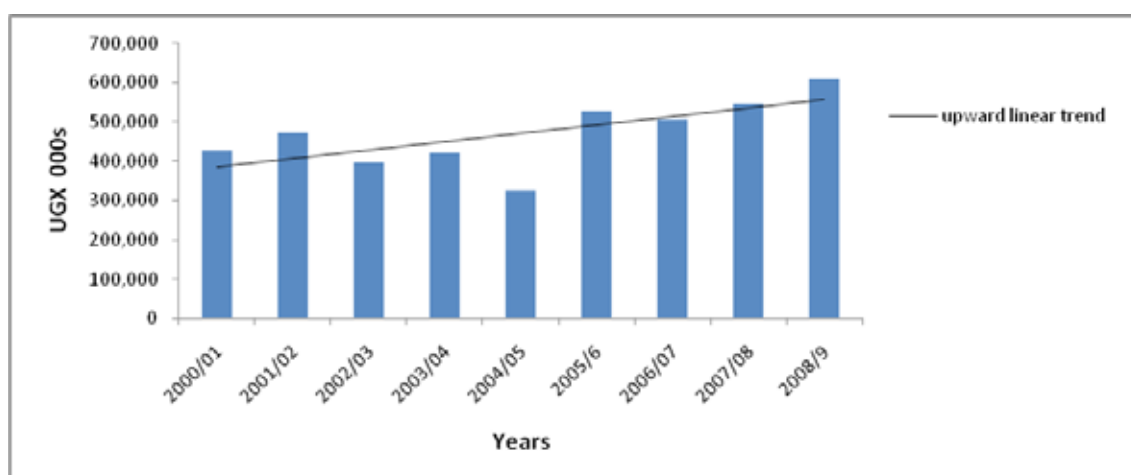
The policy's main goal is "to reduce Uganda's vulnerability, effectively manage existing risks and enhance preparedness and response capability". In addition, a legislative initiative has also been undertaken and a contingency bill proposing a national disaster contingency fund worth 1% of GDP annually is before parliament. This fund is envisaged to boost government disaster preparedness management and response and in an interview with a principal disaster officer, it seems there is a strong likelihood of passing the bill into an Act of Parliament.

CSOs also have their own organisational policies relating to disaster management and response. For instance the Ugandan Red Cross Society (URCS) has national policies which in combination with international policies and legislation, such as the Red Cross Movement principles and disaster response protocols, guide their interventions.

### 2.1.3 Budget

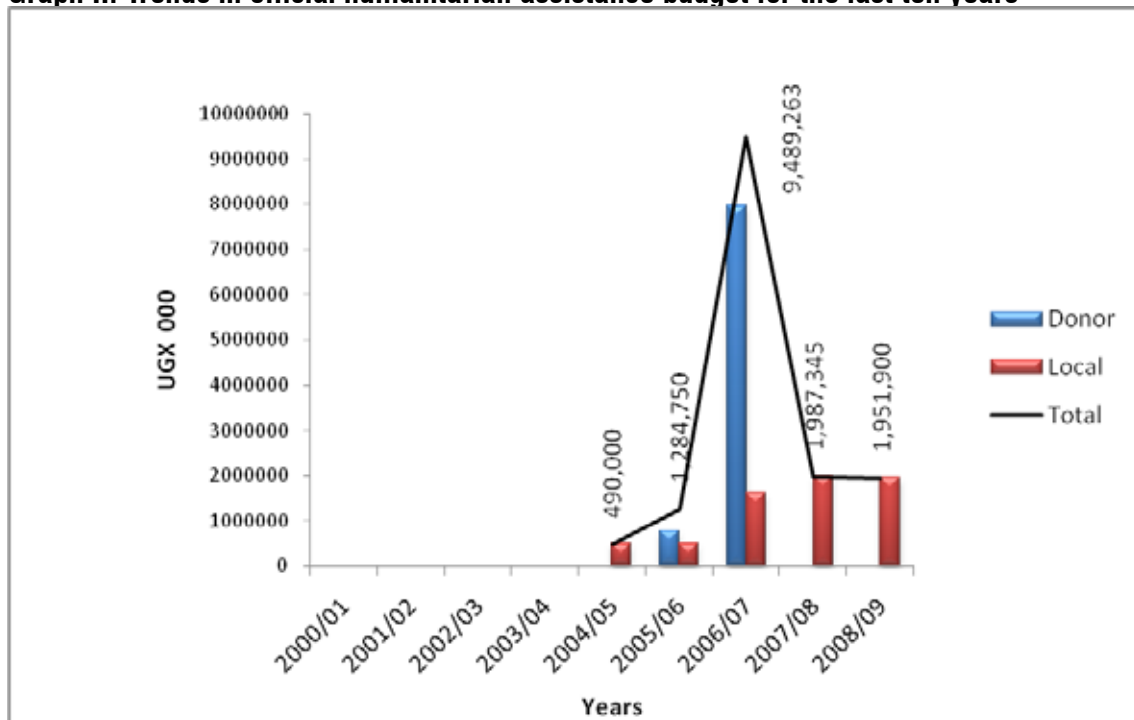
The graph below shows that since 2000 the recurrent (wage and non wage) funding for DDMR has been increased although as a percentage of the total OPM recurrent budget it has been declining (see table in Appendix).

**Graph I: Trends in Department of Disaster Management and Refugees estimates of recurrent expenditure**



**MFPED: Draft Estimates of Revenue and Expenditure (Recurrent and Development): 2000/2001-2008/09**

Similarly the graph below shows an overall increase in domestic humanitarian funding since 2000 vis-à-vis donor funding.

**Graph II: Trends in official humanitarian assistance budget for the last ten years****MFPED: Draft estimates of revenue and expenditure (recurrent and development): 2000/2001-2008/09**

Districts and sub-counties do not receive specific funding for disaster response from the central government and depend on locally generated revenue to finance any disaster related interventions. However with the scrapping of graduated tax (GT) and insufficient and irregular remittance of the GT compensation funds from the central government, the districts reported that when disasters strike they can often only wait for the OPM or external actors to intervene. It was reported that the limited funds generated from sources such as market dues (it is often difficult to charge such fees during disasters) mainly facilitate activities of the district and sub county councils. Nonetheless attempts to fund some disaster responses using local revenue were noted in Pader. These included purchase of land worth UGX 70 million (about US\$35,000) in 2003/04, on which some international agencies were encouraged to build local offices to ensure a more immediate and effective response during the conflict, fuelling some 'stand-by' lorries which helped in the evacuation of affected individuals and bodies following rebel ambushes and fuelling water pumps in 10 camps across the district.<sup>9</sup> Districts and sub-counties are being urged to integrate disaster management into their overall development plans and budgets although it is doubtful if sufficient funds will be acquired because of the usual complaint around limited funds in the country.

A Principal Disaster Officer in the OPM reported that humanitarian budgets are very flexible depending on the needs resulting from a disaster. Other departmental budgets within the OPM (including Karamoja Head Quarters, Northern Uganda affairs, Luweero Triangle among others) are sometimes cut in order to meet emergency humanitarian needs. He also noted that in some instances Public Disposal and Procurement Act (PDPA) procedural waivers are granted to the DDMR in case of procurement of emergency humanitarian items such as food among others. Furthermore, in the last five years MFPED has granted all conflict-affected districts flexibility of up to 50% of the total district development budget (conditional grants) to be spent on conflict related need. However, this arrangement has met resistance from line ministries – for instance the education department in Pader district received a serious written warning from the Ministry of Education when about 20% of the schools' facilitation grant was redirected to the district emergency fund pool.

<sup>9</sup> It was noted that most international agencies were (at the start of the conflict in the north) then operating from Lira, Gulu and Kitgum (neighboring districts to Pader) which in a way limited their interventions in Pader

A lessons' learned cluster workshop after the floods recommended that government funding for emergency response is critical but procedures to access such funds by the districts could be simplified to improve the timeliness of the response. During the response, the central government authorised the districts to reallocate up to 50% of conditional grants within the Poverty Alleviation Funds (PAF) areas to floods response as well as announcing a further budget provision.<sup>10</sup>

## 2.2 Civil society

At the end of 2007 there were 7,000 registered local NGOs in Uganda and civil society accounted for US\$89m (about UGX 187billion) in expenditures in 1997, an amount equivalent to 1.4% of Gross Domestic Product (GDP) at the time.<sup>11</sup> The sector also employed more than 230,000 workers, representing 2.3% of the country's economically active population and 10.9% of its non-agricultural employment. The civil society workforce was estimated to be one-and-a-half times as large as the public sector workforce and more than half as large as the workforce in all fields of manufacturing combined.<sup>12</sup> Despite civil society's contribution to development and humanitarianism, it has been suggested that some non-governmental organisations (NGOs) in Uganda use as much as 60% of their total budget on administration. In addition, the average amount of total budgets which are funded domestically, and are therefore truly domestic, are only about 2.5%.<sup>13</sup>

Most of the local NGOs visited in both districts were fully funded by international donors and had almost no local sources of revenue. Soroti Catholic Diocese Integrated Development Organisation (SOCADIDO), a development arm of the Catholic Church in Soroti Diocese (including Katakwi) reported locally generated funds from a range of the church projects accounted for 5% of their overall budgets. However they could not ascertain the proportion of the local funds that goes into humanitarian assistance.

The URCS is an auxiliary body to the government established by an Act of Parliament in 1964. This mandates URCS to provide humanitarian support. It is the largest and longest serving CSO in Uganda and has a nationwide network of 200,000 volunteers in 50 districts covering all of Uganda. Like SOCADIDO, the URCS also receives domestic funding, with individuals, schools, churches, mosques, companies and civil society groups all contributing funds to appeals and crises; however URCS report, while they are not able to say what proportion this is of the total funding, they report it is very small.<sup>14</sup>

## 2.3 Private sector

Most of the private sector companies visited reported having Corporate Social Responsibility (CSR) policies but not specific disaster structures, while for others their disaster responses are more ad hoc and triggered by the publicity associated with a disaster. Usually the private sector does not engage with existing disaster response mechanisms as reflected in findings from a cluster workshop following the floods which found that although the private sector played an important role in some sectors of the response, it opted out of (or did not know about) cluster coordination. Hence one of the workshop recommendations was there should be pre-consultations with those actors in the private sector and awareness raising with donors and OPM.

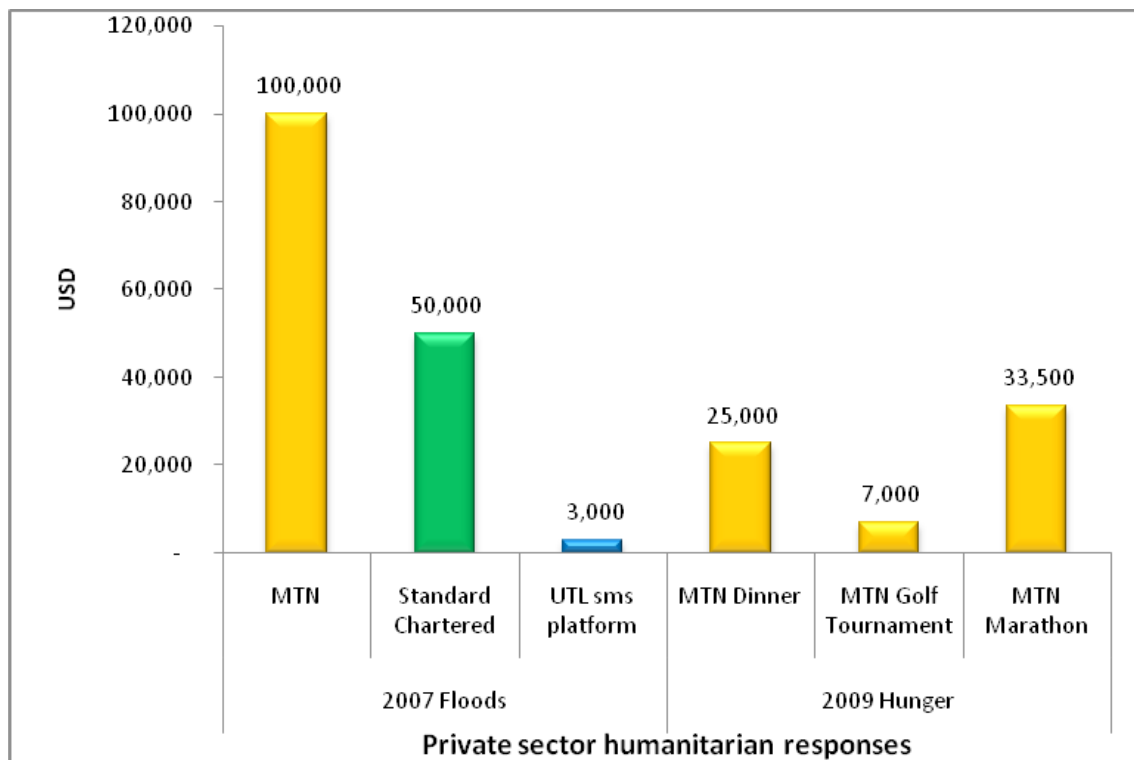
10 <http://www.alnap.org/pool/files/erd-3603-findings.pdf>

11 2003 Office of the Prime Minister Survey

12 <http://allafrica.com/stories/200908100036.html>

13 Uganda National NGO Forum, 2006 found at AllAfrica.com - Have NGOs Contributed to Development?

14 URCS: Strategic Partnership; Resource Mobilization; Social Mobilization - A Case Of Northern Uganda

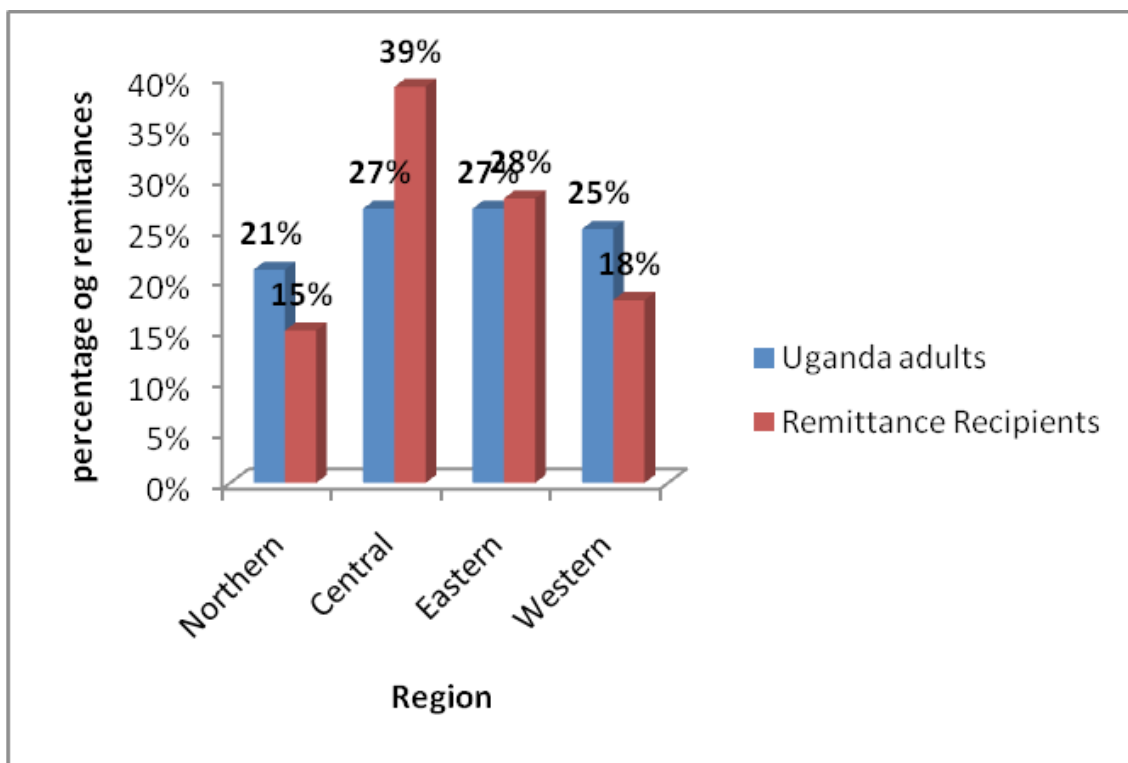
**Figure II Private sector humanitarian response**

Source: key informant interviews

## 2.4 Remittances

From available data, it was difficult to determine the volume of remittances that are sent in response to crises although findings from the PGDs suggested the households in the study areas have limited social networks as a result of poverty. A profiling study of IDPs in northern Uganda found that very few received remittances from relatives, because the Diaspora is small and fragmented. While an African Development Bank Group report (2008) further indicates that remittances to northern Uganda are generally lower than any other region in the country as evident in the graph below. Reasons to explain this are not provided but one factor could be the low presence of banking institutions in the region as a result to the protracted conflict.<sup>15</sup>

<sup>15</sup> UNDP. Northern Uganda internally displaced persons profiling study. September 2005.

**Graph III: Remittances to Uganda by region**

Source: African Development Bank Group (2008)

## 2.5 Communities, households and individuals

Quantifying the response from communities, households and individuals is challenging. Individuals may choose to use existing mechanisms, such as donating to a civil society group, or they may send assistance through social and family networks. Donations received from individuals by CSOs are generally not documented. Assistance from the affected community may not be in the form of good but may be act, such as aiding others to flee fighting, which is difficult to quantify.

# 3

## DOMESTIC RESOURCE FLOWS

In response to the conflict the government has taken measures to address insecurity. The first act was to move the general population into IDP camps in 2002, under the guard of the army, although some people had resettled into camps earlier.<sup>16</sup> 'Kraals' (mobile cattle camps) were also established in communities bordering Karamoja, where people kept their cattle guarded by the military. While the introduction of 'kraals' at military barracks partly addressed the problem of protection for livestock, some commentators argue it has led to a shift from attacks on animals to people and their assets.<sup>17</sup> The government also conducted disarmament of the Karimojong raiders and peace dialogues with both Karimojong and LRA rebels. The dialogues were initiated by Teso and Acholi religious and cultural leaders under the auspices of both international and local NGOs.

Nevertheless, the security provided by the army was insufficient which prompted local communities, particularly youth, to form voluntary informal security organisations.<sup>18</sup> In Katakwi, youth volunteered to form the Arrows Boys and latterly the Anti Stock Theft Unit (ASTU) while in Pader youth formed the Local Defence Unit (LDU) which helped to strengthen government security during the LRA insurgency. Provision of security was predominately a government measure until recently when donors such as UNDP contributed towards funding of the ASTU to purchase vehicles, mobile phones and office space (in Katakwi office blocks were built at the district headquarters).

Communities also helped each other to evacuate the affected area following both the floods and periods of fighting. Similar acts have been apparent following the recent landslides where volunteers have helped to search for people in the affected area.

Following movement of the population into camps, communities participated in casual labouring-odd jobs-locally known as 'Lejaleja' and 'Pakachaa' in Katakwi and Pader districts respectively. This involved a range of coping activities such as the collection and sale of items such as water, thatch and firewood as well as alcohol brewing and working in other people's fields. One study confirms that people voluntarily move back and forth between semi-settled villages and IDP camps in pursuit of livelihood strategies such as collecting natural resources.<sup>19</sup> In addition to this, the humanitarian industry has created economic opportunities such as providing employment as guards and through the growth of restaurants, bars, taxis and kiosks.

In response to food insecurity caused by drought, communities collected wild grasses. One predominant source in Katakwi is locally known as 'Ecomai' which are leaves of a balnita tree, a drought resistant tree species that widely grows in the district. These leaves were collected for both home consumption and sale in order to raise money to meet other household needs. Others included 'Ecolopoto', a famous plant species which grows wildly in the area and is commonly fed to pigs.

Host communities in Katakwi often share food with displaced persons fleeing from both conflict and floods. Similarly, in Pader, those with surplus food in less-affected areas lent some to those in need which was later paid back after a good harvest. This was common during the floods in 2007 and the drought in 2009. Individuals

16 Displacement into camps started as early as 1997 however with intensification of the insecurity, affecting the whole region, the general population was forced into camps in 2002

17 Stites, E. Akabwi D. Changing roles, shifting risks. Livelihood impacts of disarmament in Karamoja, Uganda. Feinstein International Center. July 2009.

18 These were in the first instance informal voluntary security organizations but later were recognised and paid by government

19 ODI. Stites, E. December 2006. Movement as a livelihood and protective strategy in Northern Uganda Humanitarian Exchange Magazine, 2006..

and relatives from other food secure areas in the district would also send food. One woman in Katakwi Town Council mentioned having received some food, a basinful of sweet potatoes, from a relative in Soroti. However the recipients said this kind of support from relatives was small compared to their need.

While food from the central government, primarily maize grains, maize flour, sorghum grains, beans, rice and cooking oil, was distributed during various emergencies in Katakwi and Pader, it was mainly distributed in 2009 following the drought. Households in different sub-counties and parishes received varied amounts depending on the total population of the administrative unit (sub-county, parish, and village). In Katakwi, while some reported to have received one mug ( $\frac{1}{2}$  kg) of flour and beans respectively per household, others, who were in less populated areas, received 2 kgs of maize flour and 2kgs of beans per household. In Pader, distribution of food from the OPM in 2009 targeted only extremely vulnerable persons. It was noted that only 5 Extremely Vulnerable Individuals (EVIs) per parish benefited from the government food distribution in Pader - they received about 12.5kgs of maize grains and 5kgs of beans per individual. This distribution was done twice in that year (2009). In Katakwi food from the central government following the floods was distributed to only heavily affected parishes. Reports from both Pader and Katakwi indicated that during both the floods and drought people received food from OPM many months after the emergency phase.

Food items were also distributed by churches and church development organisations like Teso Diocese Development Organisation (TEDDO), a development arm of the Church of Uganda, and SOCADIDO. TEDDO received 3,000 tonnes of food collected from churches in Kumi and Mbale districts following the flood disaster. Used clothes and other non food items, including household utensils, were also distributed from religious institutions such as churches, mosques as well as local NGOs and cultural organisations such as the Teso community living in major towns in the country. SOCADIDO received assorted items worth US\$3,000 from Ugandans based in the UK following the floods which they distributed to communities across Teso including Katakwi. More items were distributed, through SOCADIDO, from students of Makerere and Uganda Martyrs' University Nkozi and the Rotary club while other items came from the church of Uganda in Kampala and the Medical Centre girls' hostel in Soroti.

Shelter was provided by several sources during the emergencies. Patongo and Kalongo Catholic Church missions provided shelter to night commuters during the worst days of the LRA insurgency in the district and most people moved from the camps to spend nights in the wall fenced missions which were perceived to be more secure at the time. The Patongo mission also offered land on which an IDP camp was established during the LRA insurgency. In Katakwi, host communities such as Katakwi Town Council, sheltered primarily women and children who fled the Karimojong warriors and the floods while men mostly slept under trees and on verandas. Schools were also an important source of shelter mainly because they have permanent structures which could not be flooded and neither would they be easily burnt down by rebels and raiders unlike the grass thatched mud and wattle structures which are the predominant housing type in the two study districts.

Following the drought in 2009, the government directed all affected sub-counties to spend up to UGX 12 million (US\$6000) of the National Agricultural Advisory Services (NAADS) fund on the procurement of seeds, cuttings, vines and seedlings to distribute to farmers for replanting at the onset of rains. Only farmers who were registered under the sub-county NAADS groups, and therefore who had paid money under the co-funding requirement, benefited. Other local organisations such as TEDDO, SOCADIDO and URCS also distributed seeds and cuttings to the various communities. In addition, the Ministry of Agriculture Animal Industry and Fisheries (MAAIF) disbursed about UGX 447 million (US\$ 223,500) to Pader district and about UGX 400 million (US\$200,000) to Katakwi district to the districts' Productions Departments following the flood in 2007 which was used to procure planting materials, primarily fast growing varieties, to distribute to farmers.

Learning centres were established by the government in major camps. About 5-6 schools in a given sub-county

would be combined into one learning centre and pupils from the different schools would come together and attend classes under same shelters to ensure that children accessed education in a fairly secure environment.

# 4

## IMPACTS AND BENEFITS

### 4.1 Significance of domestic resources

Owing to the fact that districts have faced various disasters over the years, the significance of the assistance given varied according to a crisis. The spokes participatory tool used in the PGDs helped responders to rank the value of the different domestic responses and the results are shown below. The closer the ball (rounded figure on the line) is to the centre of the spoke the greater the value attached to a given response. The assessment covers the whole period of a given crisis.

#### 4.1.2 Long-term conflict

Because of the protracted crisis resulting from both the LRA rebels and Karimojong cattle rustlers, provision of security stands out as the most significant humanitarian response to the affected communities both in Pader and Katakwi districts because it enabled all other assistance (both local and international) to be implemented. In Pader for instance, it took international agencies two years to intervene after the aftermath of the insurgency because the area was terribly insecure. Even then, international relief agencies moved in convoys escorted and guarded by government troops in order to deliver relief items. One of the district authorities revealed that the district administration threatened closure in response to insufficient security that would allow other actors to work. It is perceived that this threat partly triggered the government to strengthen security which later prompted intervention of external actors.

As described above, communities would be escorted and guarded by the army while they carried out livelihood activities and local government authorities conducted their duties, like monitoring and supervision, under protection from the army. The communities perceived that without this security the mortality risk would be greater and neither international nor domestic assistance would be possible.

Within the first month after the worst Karimojong attack in 2000, which drove most of the community from the Katakwi/Karimojong border to urban centres, shelter and food provided by host communities was the only available, and therefore the most important, assistance received. To supplement the irregular rations from host communities, women would sneak to their abandoned gardens in their original villages for food.

In the following months, after the population settled in camps set-up by the government, displaced communities began to engage in casual labour. This became the major source of living. Months later some local and international organisations began to distribute some food, nonetheless casual work locally known as 'lejaleja' was deemed more significant since it was a more dependable source of livelihood compared to the insufficient food rations from external agencies.

Figure III. Significance of humanitarian response according to communities during the LRA insurgency

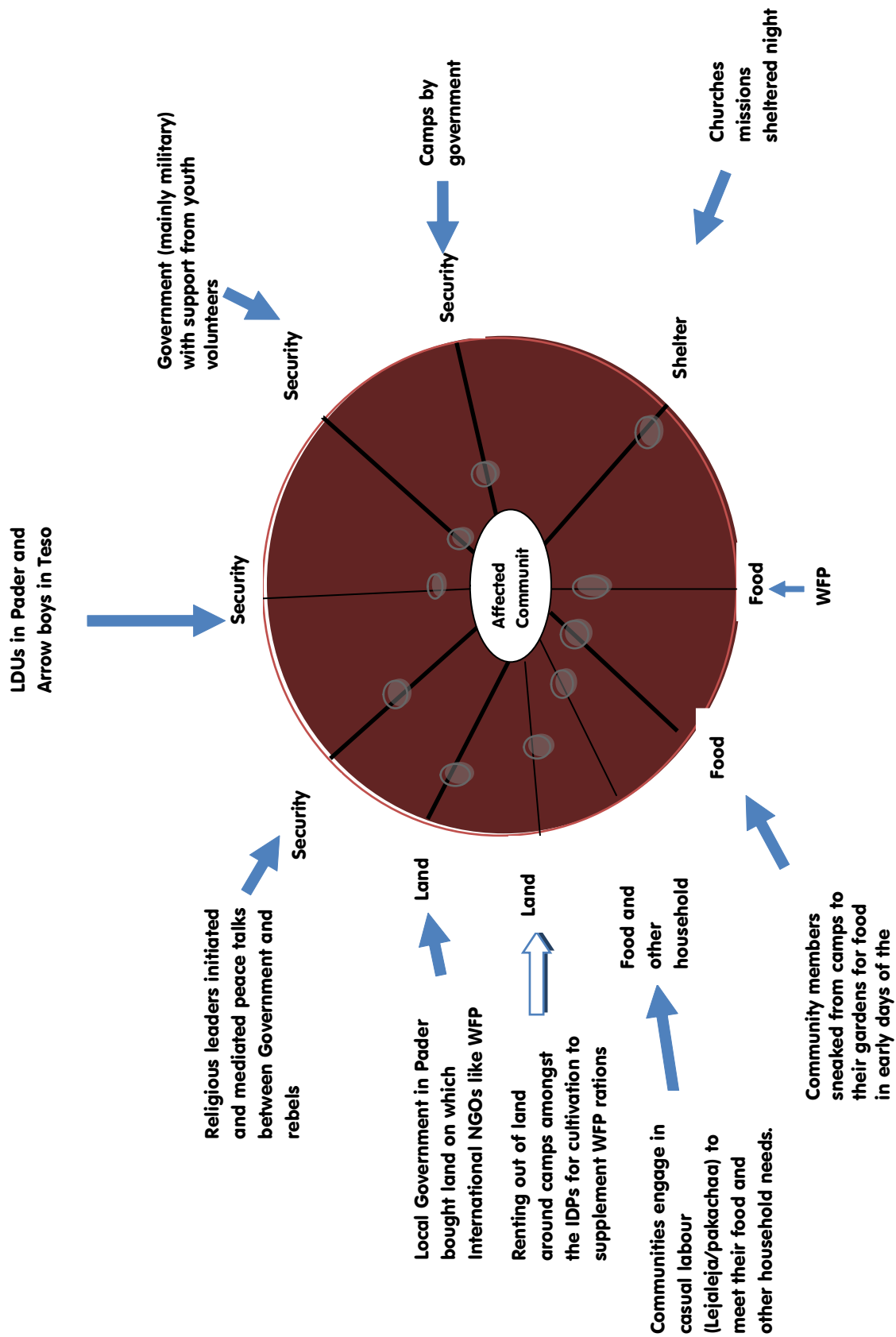
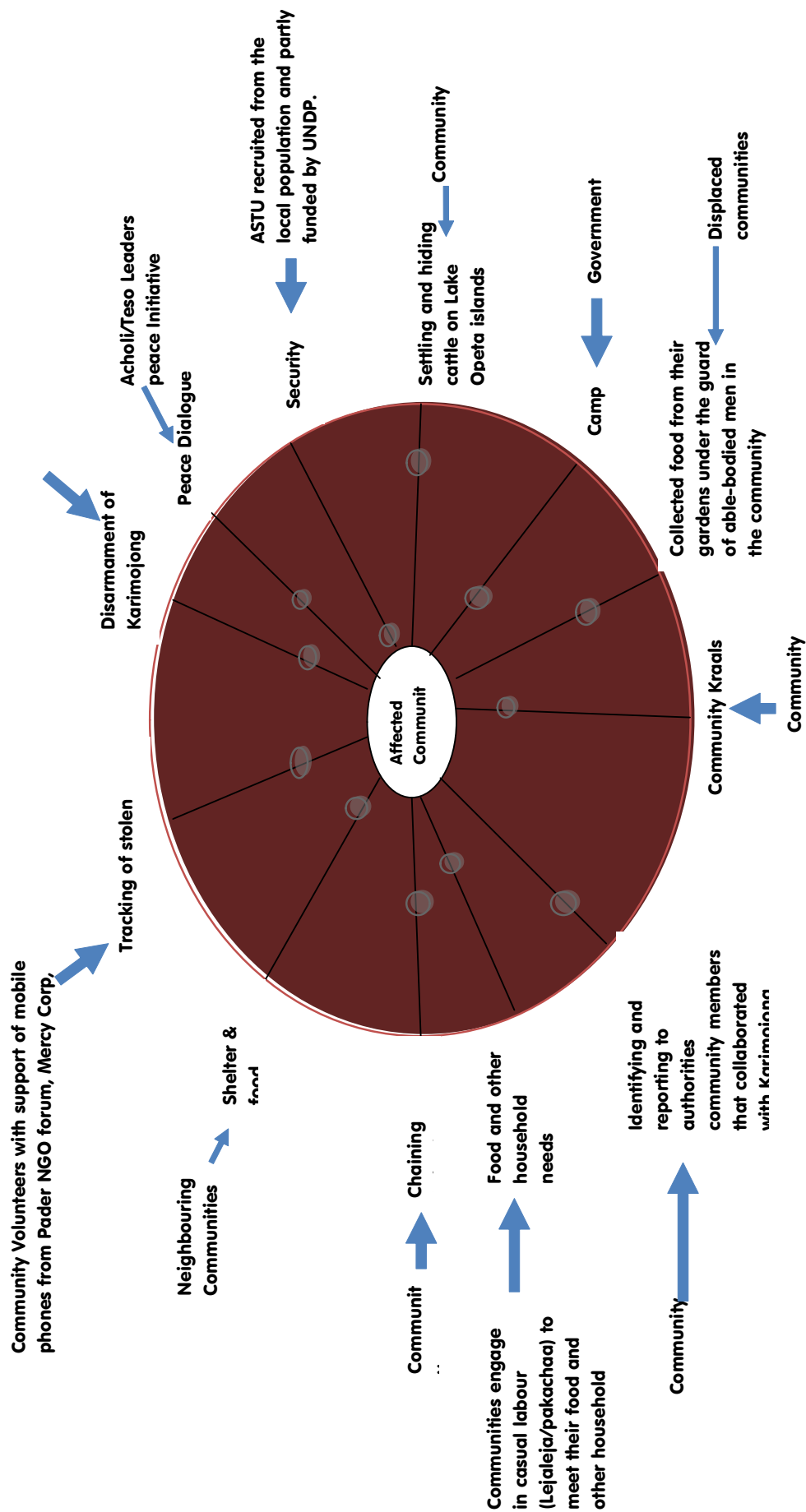


Figure IV. Significance of humanitarian response according to communities during the Karimojong raids

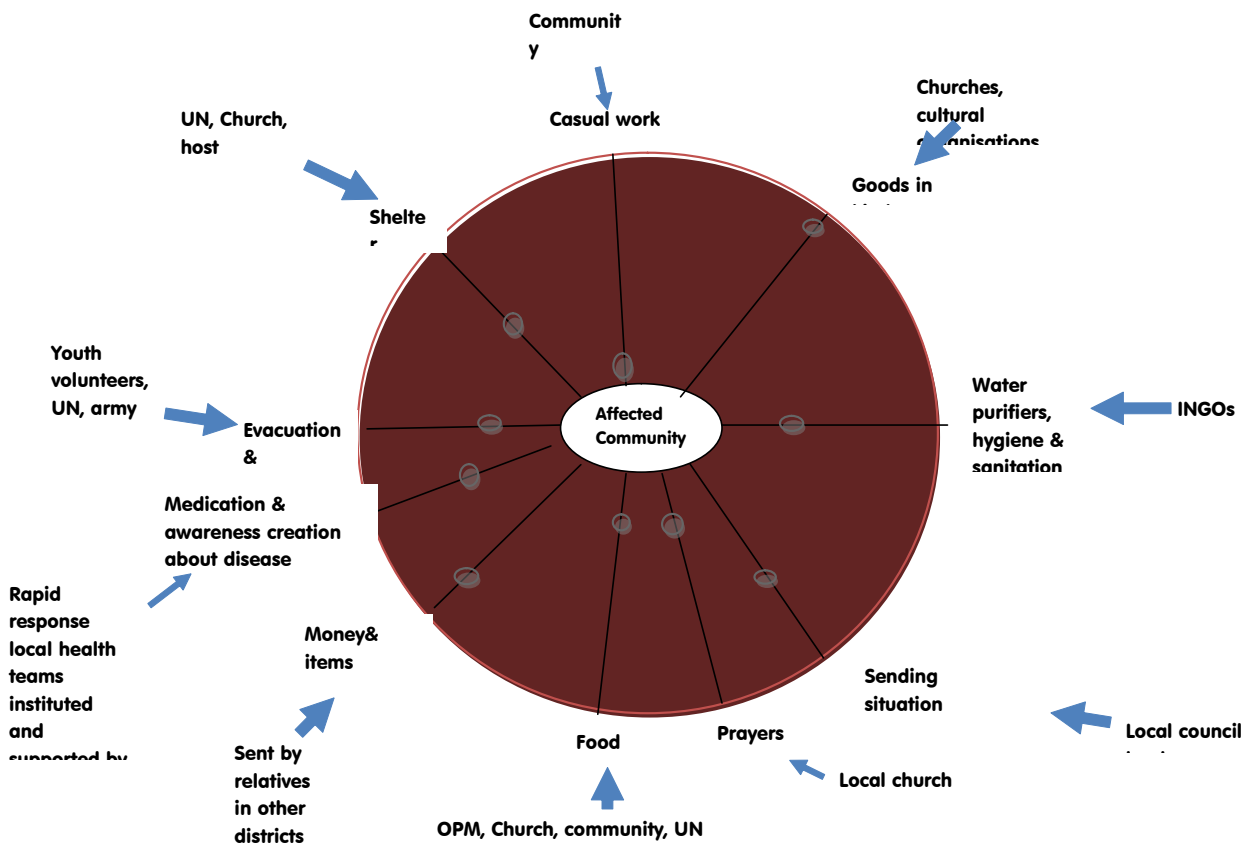


### 4.1.3 Floods

Communities reported that overall casual work stood out as the most significant domestic response during the flood times, although in the early stages of the flood, evacuation to safer ground, sharing of food and shelter between host and refugee communities were more important

It took about 3 months before external support started reaching the affected areas because the floods had completely cut off the districts from other parts of the country. Most relief agencies started intervening after the routes had been cleared and rehabilitated although movement was limited. During this period prior to the arrival of international assistance, communities survived on food which they had harvested before the floods while other community members who could swim would risk going to the fields to gather food. Those with some food shared it with their neighbours and relatives.

**Figure V. Significance of humanitarian responses to communities during the floods**



## 4.2 Impact of disasters on domestic humanitarian response

The nature of humanitarian crises experienced by Pader and Katakwi districts have depleted local assets and resources (both human and physical), increased vulnerability and reduced the community's ability to effectively respond in light of crises. In addition social support systems have been weakened. People are now seen to be more individualistic and the culture of sharing or supporting the vulnerable has been dying out over time.

*“It was very hard to share food because you too weren't sure of what to eat tomorrow. Food was insufficient so one had to use sparingly and keep as much as possible the little available to the household” PGD in Patongo Town Council Pader District.*

Despite the increased vulnerability and lessened capacity, communities acknowledged that they are more informed about disasters and are more alert. Communities have developed informal knowledge and skills to detect and respond where possible and are aware of the importance of passing on information. For instance in the case of a cattle raid they now quickly inform the ASTU who communicate with their counterparts prompting a rapid pursuit of the raiders. This has currently improved the recovery of most stolen cattle in the two districts.

At the national level, experiences and lessons drawn by the government has helped to improve government systems and structures. For example, the National Emergency Coordination Centre was developed after learning about the role the military can play in emergency response. The British Army, through OPM, trained local government staff and selected NGOs in disaster management and response in Katakwi. The recent landslides have shown that the assistance from a variety of different domestic actors can amount to significant response. A UNDP official reported that an international disaster appeal was going to be mounted however a week after the landslides they felt it was not necessary because of the overwhelming domestic response from private sector and individuals.

## 4.3 Over all changes in domestic humanitarian response over the last ten years

Though local community support has been reducing over the years due to a drain of both physical and human resources (as a result of protracted and recurrent disasters against a backdrop of social, political and economic inadequacies) central government and national level response is improving in terms of systems, structures and funds set aside for humanitarian assistance. However the capacity, functionality, efficiency and effectiveness of the government systems and structures are still questioned. Generally domestic response, including private sector and individual contributions has improved over the years. It is difficult to ascertain whether remittances have also increased due to scant data available specifically on disaster driven remittances (remittance data is not disaggregated by district therefore trends in terms of a response to disasters cannot be seen). Civil Society on the other hand is still heavily dependent on international funding and thus their responses are externally driven.

## 4.4 Perception of domestic response vis-à-vis international response

Respondents from the community view domestic response as more immediate than international assistance because responses by the affected community, such as aiding others to evacuate and hosting displaced persons, occur the moment a disaster happens whereas international assistance takes time to arrive. This becomes even more pronounced, as described previously, where domestic response has paved the way for international assistance to respond - the provision of security by the government and youth volunteers allowing others humanitarian actors

to operate, the construction of an airstrip by the local government enabling international actors to come in and the rehabilitation of roads after the floods to facilitate movements of agencies.

There is also a perception that international NGOs during the floods in Katakwi were concentrated in the urban centres and neglected communities in remote villages, especially those along the border, for fear of Karimojong raiders. Communities in Katakwi noted that people in the furthest camps were often left out because almost all agencies concentrated in the nearby and central camps with domestic response, primarily the government, reaching people in rural remote and isolated areas.

International assistance intervenes only after central government publicly declares a disaster or emergency situation and makes public appeals for assistance. Even agencies that are already operating in affected areas do wait for the official appeal before they scale up their interventions. On some occasions, such as the drought in Katakwi last year, the government delayed declaring a disaster situation for fear of losing political capital. This leaves the affected communities dependent only on domestic response.

Some people interviewed thought that international response is often delayed due to home country procedures and that it also focuses on emergency response, doing little in early recovery despite prolonged and worsening vulnerability situations in early post emergency periods. Coupled with the above, international humanitarian actors have been described as hopping from one emergency area to another with less commitment and coordination to sustain interventions in early post emergency situations. It was reported that most international agencies have presently shifted from Acholi and Teso sub regions including Katakwi and Pader to Karamoja region (currently perceived to have more humanitarian needs) despite recurring disasters in the previous districts.

Decisions around flexible systems, structures, procedures, budgets and plans and above all, type of assistance are easier and regularly done with domestic response more than the international. International assistance tends to have more rigid systems which make it less effective in certain emergency situations. In addition international agencies have preset responses for instance non food items, food items, psychosocial support and in most cases they are not flexible to change according to the emergency need at a given point in time.

However, people recognised the capacity of domestic actors is much less than international actors, with international agencies able to respond to disasters of greater magnitude. However, one PGD participant in Katakwi said

*“if I receive a small help from my neighbour and a large help from an outside organisation, I value the help from my neighbour more as I know he has less to give”*  
PGD responder, Katakwi Town Council

# 5

## TARGETING

### 5.1 Who receives most or least and why?

Assistance from the central government (OPM), particularly food, is delivered through local government structures at district and sub county level. In the process, civil servants and political leaders - district and sub-county councillors - are reported to get a share before the food actually gets to local communities.

Because food from the central government was delivered to the sub-county, community members from different villages had to gather at the sub-county headquarters therefore those who were unable to walk long distances, such as the elderly, (it is nine miles from Amukurat village, Akuum parish to Usuk Sub County headquarters), missed out despite needing the food most.

General relief assistance to Katakwi district particularly to rural communities from both government and NGOs targeted people in camps because those out of the camps were perceived to be better off. Interviews in Opeta parish indicated that some people had voluntarily left the camps despite the risk of Karimojong attacks, due to the poor conditions in the camp. Although these people were in similar need to those in the camp they were not targeted by relief assistance which was only distributed to those in the camps.

NGOs continue to target specific groups and often do not scale up their interventions because of resource limitations. Therefore people who are not in the target group miss out on relief assistance despite equal vulnerability with the targeted population. For instance, during the floods TEDDO only supported people who were already benefiting from their regular programmes. Most relief assistance from CSOs, including Faith-Based Organisations (FBOs), and the central government targets EVIs because it is usually insufficient to cover the general population. It was also a common view that assistance given by religious institutions is low in terms of volume and targets a specific group, for example the mosque in Katakwi only targeted its own congregation. This was attributed to insufficient resources nonetheless it was recognised that a vulnerability assessment beyond these groups would lead to better targeting despite the limited funds. Similarly, goods or money received from relatives or friends will usually only benefit the family that received it.

### 5.2 What are the mechanisms in place to ensure equitable and inclusive allocation of resources?

Often formal governance and leadership systems and structures break down or are less accessible during emergencies. In most cases 'emergency systems and structures' are adopted however these are noted to be less effective and mandatory.

Distribution of assistance by government and CSOs is done through registration of households led by community leaders (Local Council Leader Ones - LCIs) which are then verified by sub-county and district officials. Affected persons line up on the distribution day where names are read out. However the registers were reported to usually have discrepancies which affect equitable resource allocation. Other institutions such as churches and voluntary

agencies do not register intended beneficiaries but just appear on a particular day to distribute either through local leaders or other community-based structures. Staff explained this method by the fact that their assistance comes from the public and as they are unable to match the volume of resources with the needs of the population, registration would not be appropriate when they are uncertain of the amount they will raise from appeals. This kind of distribution in Katakwi was reported to have been very chaotic and mostly the energetic youth who can fight through the crowds are able to benefit.

Where the central government and CSOs target EVIs due to resource limitation, they rely on the opinion of community and local government leaders to identify these vulnerable persons, and on some occasions those who should receive are actually left out due to the corruption of the leaders.

# 6

## DECISION MAKING, INFORMATION FLOWS AND ACCOUNTABILITY

### 6.1 Decision-making

Generally, the major trigger for response by OPM, private sector, civil society and Ugandan citizens outside of the affected area (not including family members) is the magnitude of a given disaster. If a disaster is of a high magnitude causing great loss of lives and property, then it is likely to trigger a bigger response in terms of volume and the number of actors. However, the response from the community will be triggered by their own needs or those of their neighbours, while friends and family of affected individuals may help regardless of the distance between them or the magnitude of the disaster.

Politics is key for both triggering and de-triggering domestic humanitarian response. Political leaders at all levels are noted to be very active during crises and often seize any communication space to publicise the problem 'their' people are facing and though in most cases this is a deliberate effort to build political support, it does result in increased humanitarian assistance for affected populations. In addition, the varying government response to the different disasters across the country can arguably be related to politics. Nonetheless politics was reported to negatively affect domestic humanitarian response in some instances. For example the delayed government response towards the drought in Teso last year (2009) was attributed to political reasons - while some political leaders made a case that people were "starving" in Teso region, others alleged that it was political propaganda to portray the incumbent government as ineffective and failing.

Overall national decisions relating to the declaration of a disaster situation is made by the government specifically the Minister of Relief and Disaster Preparedness with the approval of cabinet (the executive) while the DDMR is charged with launching a national appeal for humanitarian assistance. Other actors can launch independent appeals – for example the URCS may appeal or private companies and CSOs have been known to group together to appeal. Line ministries, through taskforces, take decisions on emergency response relating to their sectors and those actors involved in the cluster system, can contribute to decision making as well. Decisions on how much assistance government will give are again made by the Minister of Relief and Disaster Preparedness with approval of government, based on an assessment of need done through the local government structure.

As described previously, DDMCs are charged with overall planning and coordination of humanitarian response at local government level. They also conduct rapid assessments to ascertain the magnitude of the problem and associated costs however final decisions on amount or volume of government releases is done by central government through the Ministry of Relief and disaster Preparedness as noted above. One of the key barriers to decision making particularly at the local government level is the lack of direct disaster funding. This limits their decision making powers as they find it difficult to make or influence decisions for whose funding is not guaranteed.

At community level, local council leaders play a role, though very limited, in decision making. They usually help in needs assessments, identification of the most vulnerable persons by the set criteria of either government or a given CSO and registration of their local population. Some of the community members particularly those who receive information (usually the elite, leaders and those with links to local leaders) to get involved in given meetings are also to a small extent involved in decision making through participation in needs assessment exercises by government, local and international humanitarian actors prior to relief interventions. CSOs also have the power to decide what

to give in terms of local contexts however the volumes are dependent on availability of funding which is mostly sourced internationally.

In the case of the private sector, all decisions are made internally with the individual companies since their resources are largely drawn from profits made through the Corporate Social Responsibility (CSR) arrangement while other resources are raised through staff collections and public appeals. For the civil society the lack of adequate local resources means they often follow the agenda of their external donor which limits their decision making ability.

## 6.2. Information flows

Some of the information usually known to local communities on the assistance provided includes: type of assistance to be provided, the source, date and time of distribution, location of distribution and volume of a given type of assistance per household - but not total volume to a given area.

Generally, information regarding government emergency response comes from the OPM through the local governments - districts and sub-counties - to LCIs who then pass it on to community members. On the other hand, local NGOs were reported to usually call for community meetings through LCIs or camp commanders. At the general meeting they then give information on the type of assistance they will be delivering to the affected communities, volume of assistance, target group where necessary, date of registration, delivery and terms of distribution among other details.

Information on relief assistance from private companies to an affected area is often published in newspapers or heard over the radio. However, only a few elite persons can access this and those with access to radios or newspapers. It was also revealed that such information, as in the case of the support from the Teso Community, is only heard over radio by community members but at times actual delivery or distribution of this assistance is not witnessed by community members.

*“We heard that our brothers in Kampala, Entebbe under their organisation (The Teso Community) sent us assorted items, food and cash but we did not receive and neither do we know who received it on our behalf”.*

A respondent during the local leaders meeting in Katanga Cell Katakwi Town Council

Some information on specific assistance from religious bodies was noted to come through churches. In Katakwi this was noted to be limited to people who attended a specific church or to friends and relatives of those who belonged to a given church.

## 6.3. What are the systems of redress

Some of the structures that were commonly used for redress relating to humanitarian assistance in Katakwi and Pader districts included camp commanders, field based staff of given NGOs and political leaders (LCI, LCII, LCV and Members of Parliament (MPs)).

Complaints about assistance from CSOs and the government would be directed to the representative field such as NGO staff or local council leaders. Some NGOs set up complaint desks particularly during distribution of relief items. According to the communities though, complaints were received but afterward there was no feedback or action. One community member in Amukolata, Usuk Sub County Pader District was quoted,

*“We used to complain just for the sake of it because the LC chairperson would tell you I will forward the complaint to the relevant authorities but you would never see any outcome thereafter”.*

# 7

## CONCLUSIONS AND IMPLICATIONS

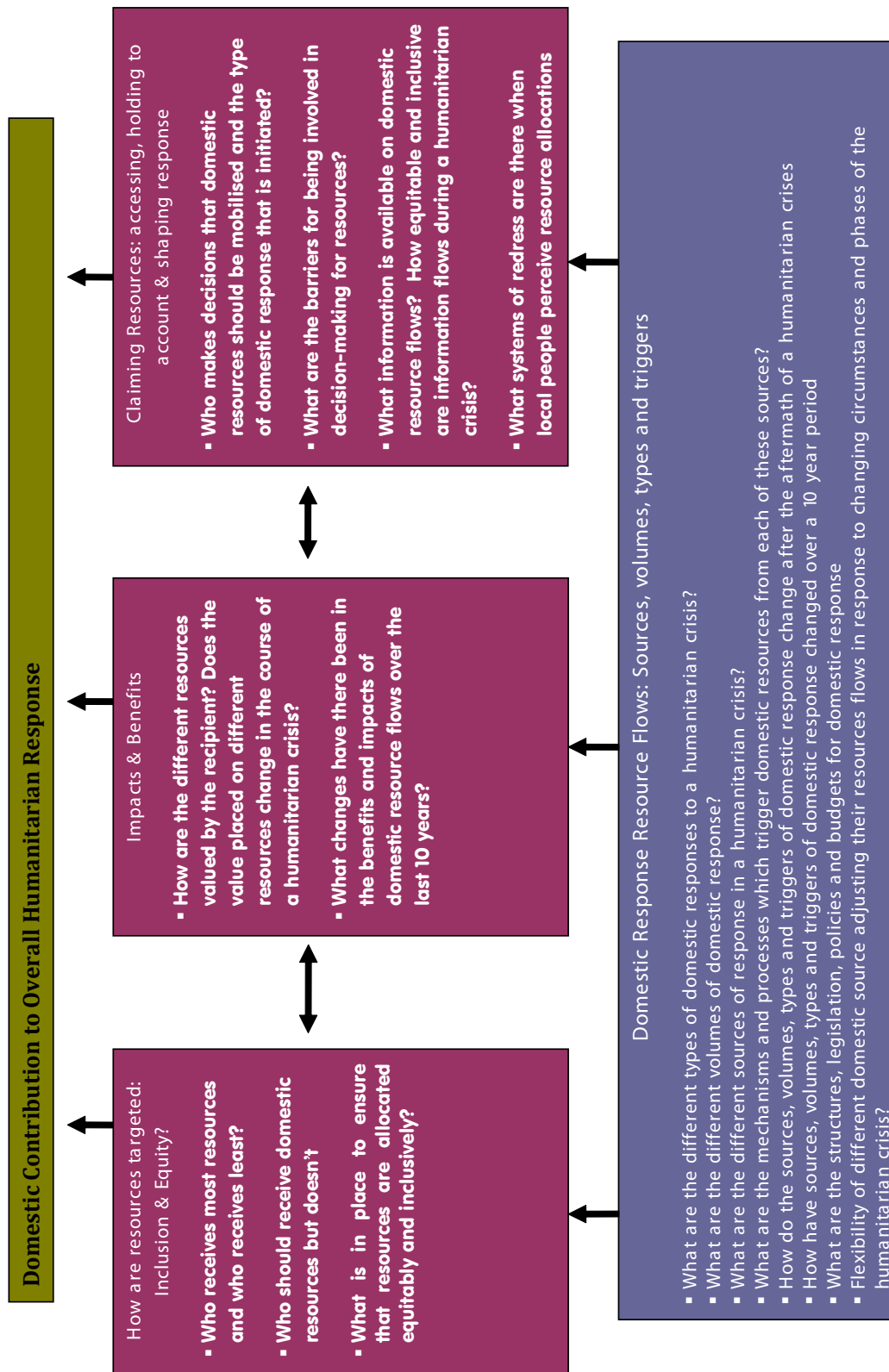
Domestic response is crucial for the overall effectiveness of humanitarian assistance in Uganda. It has a significant role to play in a number of different situations. No matter how prepared humanitarian organisations are, it will be the affected community who are the frontline responders when disaster strikes. Domestic actors have a particular importance when the presence of international organisations is relatively low, such as in insecure areas which international organisations cannot access, during early recovery when the departure of outside actors can leave a gap, in the period between the onset of disaster and the arrival of international agencies and for the implementation of Disaster Risk Reduction (DRR) activities during non-disaster times. It is important to not only recognise the value that domestic actors bring in these situations but the value that is brought by them generally. Those who are always present on the ground understand the real time needs while domestic actors in general have an invaluable understanding of language, culture and context. However, the constraints of domestic response, such as issues around capacity and transparency, should be understood too so that a satisfactory balance can be achieved between asking too much of domestic responders and asking too little. The challenge therefore is to grow a humanitarian response system which plays on the strengths of all humanitarian actors be they domestic or international, while at the same addressing their constraints and certainly not undermining efforts which can be perceived by those affected as having enormous value.

### Recommendations

- There is need to improve documentation and counting, down to project level, of domestic humanitarian responses and efforts including those of national government, private sector, local government and individuals in order to facilitate more coordinated, efficient and effective mechanisms. This should include in-kind donations.
- Ensure that domestic activities and resources are clearly and publically reported at all administrative levels (community, sub-county, district and central government levels) by all actors and ensure it is transparent and accountable.
- The international community should recognise domestic response and understanding the strengths, value and weaknesses of each domestic actor.
- Ensure domestic actors are incorporated into planning and response mechanisms.
- The involvement of domestic actors should occur from the outset, rather than during the recovery phase when international agencies begin to leave.
- The resilience of communities should be re-built, given the breakdown of social networks resulting from conflict.

APPENDICES

APPENDIX I: ANALYSIS FRAMEWORK



## APPENDIX II: DOMESTIC HUMANITARIAN FINANCING

TABLE I: OPM: RECURRENT BUDGET ESTIMATES FY 200/01-2008/09

	2000/01		2001/02		2002/03		2003/04		2004/05		2005/6		2006/07		2007/08		2008/9		
	shs`000	%	shs`000	%	shs`000	%	shs`000	%	shs`000	%	shs`000	%	shs`000	%	shs`000	%	shs`000	%	
Recurrent Budget Estimates																			
Executive Office	1,856,241	49	1,334,394	40	1,469,069	46			843,359	41		34							9
Finance & Administration	485,581	13	477,401	14	426,959	13	342,838	11	212,659	11	410,559	11	364,862	8	821,495	6	564,998	6	2
Coordination & Monitoring	198,637	5	216,133	7	168,933	5	428,794	13	318,467	13	444,044	12	376,666	8	457,767	7	606,295	7	3
Pacification & Special Programmes	179,383	5	192,111	6	175,610	5	163,877	5	289,580	12	361,788	10	345,515	7	471,979	6	551,274	6	2
Disaster Management & Refugees	429,077	11	474,094	14	398,792	12	421,289	13	327,036	14	527,667	14	508,174	11	546,430	9	610,762	9	3
Luwero Triangle	161,391	4	138,791	4	128,091	4	120,836	4	91,025	4	139,099	4	136,637	3	145,014	2	10,325,215	2	44
Karamoja Headquarters	274,284	7	277,993	8	227,493	7	223,845	7	164,591	7	224,342	6	228,145	5	234,509	3	526,956	3	2
General duties	100,000	3	104,483	3	116,990	4	97,063	3	72,522	3	157,989	4	135,007	3	136,384	2	209,082	2	1
Parliamentary Affairs	100,000	3	101,600	3	111,720	3	112,890	4	79,952	4	164,760	4	262,560	6	182,424	3	249,584	3	1
East African Affairs				0		0		0		0		0							
Information & National Guidance		0		0		0		0		0		0	930,000	19		38	7,677,335	38	33
Total	3,784,594	100	3,317,000		3,223,657	100		100		100		100		100		100	23,389,617	100	100

MFPEd: Draft estimates of revenue &amp; expenditure (RECURRENT AND DEVELOPMENT)

**Table II: Humanitarian support to Bududa mudslide victims**

Donor	Other Currencies	Ug shs
MTN		100,000,000
Barclays Bank		100,000,000
DFID	300,000 Pounds	
USAID	50,000USD	
DRC/Danish Embassy	50,000USD	
International Federation of the Red Cross/ Red Crescent Societies	232300 Swiss Francs	
NSSF		10,000,000
IRISH AID	50,000 Euros	
Inter Justice Mission		700,000
Unilever U Ltd		5,134,660
Uganda Olympics Committee		500,000
Standard Chartered Bank		50,000,000
Bank of Uganda		20,000,000
Mara Group		5,441,500
Medical Missionaries Of Mary		500,000
WORLD BANK Employees	100USD	1,680,000
Prime Time at Pool	25 Canadian cents	172,350
Gulu university		1,000,000
Swan Air Travel and Safari		828,000
Mr. C Nambale		802,500
Finish Red Cross	30,000 Euros	
Isaac Bisaso		10,000
Korean Government	50,000USD	
Nokia	10,000USD	
National Media group		25,000,000
UMEME		10,000,000
Floods appeals 2010 in-kind donation update		
International Committee for Red Cross	Essential household items	1500
Stanbic bank	20 litre Jerrycans Blankets	2000 2000
Oceanic Hotel	Blankets	100
Starleo Advertising	Assorted items	
Isaac Bisaso (Min of Energy and Mineral Resources	clothes	3 sacks

Unilever	Blue Band and Anti bacterial soap	4 sacks
Standard chartered bank	Assorted clothes	5 sacks
Infectious Disease Institute (MUK)	blankets	650
Peace Copes	Medical services	Volunteers
LOWE SCANAD Uganda	Assorted items and clothes	4 bags
Hot loaf	Loaves of bread	500pcs
Mr. Kaijuka Apollo and Friends	tarpaulins	10
	Maize flour	100
	Clothes	2 bags
Uganda counselling Association	Counselling services	100 volunteers
Mara Group of companies	Assorted clothes and shoes	10 sacks
EDES Associate consult	Assorted clothes	4 sacks
Balisanyuka Joshua	Assorted clothes	6 sacks
Uganda Cares	Water purification tablets	8 boxes
Mrs. Loy	Assorted clothes	1 bag
Kees Kingna	Assorted clothes, shoes and mattress	3 bags
Charles Garusha and family	Assorted clothes	1 bag
Karibu tours and travel	Assorted clothes	
Capital FM Nakumatt and Cadbury	Soap Salt Maize flour Basins Blankets Mattresses Rice	2200 bars 400kgs 300kgs 132pcs 100pcs 100pcs 345kgs
UTL	Blankets Beans maize flour	200pcs 1000kgs 1000kgs
Compuscan	Blankets-41Pcs	41 pcs
Prime team MUK	Assorted items	1 watch used clothes
Presbyterian church	Cash, clothes and mattresses Blankets Mattresses	800 pcs 150 pcs
Fun bee Garden City	Assorted clothes	4 boxes

Mbarara University	Assorted items: Clothes Shoes Basins Plates cups	1 sack 4 sacks 3 dozens 370 pcs 200 pcs
Fiona Dricuri Florence	Assorted clothes and shoes	2 sacks
Isaac bisaso	Assorted clothes and shoe	1 bag
Riley media	Assorted clothes and shoes	1 bag
Catherine Twinomugole	Assorted clothes and shoes	2 bags
UIA	Assorted items (bags, plates, soap, blankets, kanga, men an children clothes and shoes)	
Bagenda Roger	Assorted clothes and shoes	4 bags
Charles M	Assorted clothes and shoe	2 sacks
Equity bank	Assorted clothes	
East High Ntinda	Assorted clothes	
Post Bank	Assorted items	Worth 6 million UGX (US\$ 3000)
Serena hotel	Blankets. Linen cloths, Maize flour Wheat flour	5 Bales 5 bales 100kgs 50kgs
Joint medical shores	Assorted drugs	
Nobert Mao	clothes	2 Bales
Hon. Nandela Mafabi and Jack Wamai	Clothes, Blankets and Tarpaulins	
Indian community		
Zain staff	Maize flour and beans	
Go Lotto		
Bugishu cooparetaive union		
UNFPA	Dignity kits	1000pcs
Wavah group of companies	Assorted items and bottled water	1000 cartons
Record TV	Used clothes	
Kampala central	clothes	6 sacks
Ailpa kindergarten	Children clothes and soap	
Rotary club of Muyenga	Assorted items	

Kabalagala Market vendors	-do-	
Kasana Market	-do-	
Ggaba Market	-do-	

**Uganda Red Cross Society (2010): Advertorial. The New Vision, Thursday March 18<sup>th</sup> 2010**

## APPENDIX III: LISTS OF KEY INFORMANT INTERVIEWS AND SOME PGDS

**Table iii: Key informant interviews**

Name	Position	Organisation
Cyprian Dhikusooka	Principal Disaster Management Officer	Office of the Prime Minister
Cynthia N. Mpanga	Corporate Affairs Manager	Standard Chartered Bank
Ssimbwa Khalid	General Manager	Musalaba Mwekundu LTD (Mobilising resources for URCS)
Lawrence Lutaaya	Resource mobilisation Officer	Uganda Red Cross Society
Andrew Omale	Disaster Response Programme officer	Uganda Red Cross Society
Gladys Nakiboneka	Disaster Preparedness Programme Officer	Uganda Red Cross Society
Esther Agwang	PRO	Watoto Church
Frank Kaheru	PRO	UTL
Halima Besisira	Corporate Affairs Manager	MTN
Byaruhanga Gloriaus	Service Support Personal& Business Banking	Stanbic Bank
Godfrey Arnold Dhatemwa	Commissioner Education Planning Department	Ministry of Education & Sports
Aggrey David Kibenge	Principal Assistant Secretary& Public Relations Officer	Ministry of Education& Sports
David Mulobe	Head of Business Services	Posta Uganda
Felix Omuu	Disaster Preparedness Officer	UN OCHA
Winston Aylmer A. Camarinas	Crisis Prevention and Recovery Specialist	UNDP
Scholar Alupo	Assistant Chief Administrative Officer	Katakwi District
Simon	Disaster Coordinator	Crisis Management Programme Katakwi
Samuel Omoding	District Planning unit	Katakwi district
Ogom Silver	Productions officer	Katakwi District
Asekenyi Damalie	CDO	Katakwi district
Amodoi Pumpus	LCI Chairperson	Katanga Cell Katakwi Town Council
Oryyongane Fistin	Senior finance officer	Katakwi district
Anne Rose	Program manager	URAFIKI
Samuel Okiror		TEDDO
Agelu Charles	Programme officer	SOCADIDO
Ebyeto charles	Police	Katakwi

Name	Position	Organisation
Angella Atim	DEO	Katakwi
Benard Omoding		CERUDO
Emoruolt Moaritzza silver	Executive Director	Katakwi Child Voice
Odoch Richard Poromoi	Ass.CAO	Pader district
Nelson okao	Senior programmes Assistant	WFP Pader Sub Office
Alfred Akena	Vice LC V	Pader district
George Odongo Otto	Coordinator	Pader NGO Forum
Obol Okidi	Ass. DEO	Pader District
Adonga Phillip	Budgeting officer	Pader district
Ochan Jimmy	Chief Financial Officer	Pader district
Opera William	Sub county chief	
Okidi dholoi Raymond	District Health Inspector	Patongo Town Council Pader district
Felicity Achan	Food security manager	Mercy corps-Pader District
Amony catherine	District planner	Pader District
Okello Moses	LC 1	Old Patongo ward Pader District

**Table IV: Meeting with the elderly in Katanga Cell Katakwi Town Council Katakwi district**

Name	
Orwakin Henry	Chairman
Cheli- Enyiku Moses	Secretary
Okure Stephen	
Akol Geafrey	
Okolimo Gabriel	
Ibwalo Ongole	
Obokor Vincent	
Akiror John Robert	
Bakari Lanya	
Apoitum Pampas	
Ominamo Robert	
Okello Denis	
Angolis Nickodem	
Cholia Yokosopati	
Okure John Williams	
Odeke Paul	
Acen Agaustine	
Abwakail Gabriel	
Ibocho John Patrick	
Opio Joseph	
Ogwere James	
Aruo Clement	

**Table v: PGD meeting with local leaders in Katanga Cell**

Name	Position
Amodoi Pampas	Chairman
Adungo Joseph	Defence
Akiror Jenifar	Member
Alaso Debula	Member
Orwakin Henary	Opinion leader
Achilat Mariamu	Member
Uirung Narah	Member
Ongende David	Chairman Abelebuka
Agwa	Opinion leader
Kuga	Mobiliser
Ubwaikal Gabriel	Member

**Table VI: PGD meeting with the business community**

Name
Kabat John
Agemu Serowio
Otim Richard
Ojok peter
Olaki Simon Peter
Ominus
Oselwo Charles
Otenget
Ilemui David
Amodoi Mohammed

**Table VII: PGD meeting with local leaders in Odoot parish**

Name	Position
Okwo Joseph	LC1 Chairman Akasobwa
Nguran Simon Peter	LCII Chair Person Odoot
Odikir Pampas	Opinion Leader
Jkoel Ficbert	Opinion Leader
Ipejot Tenoelo	Akasobwa
Oluka Yuvanelo	Chairperson Elderly
Oleleo Enos	Akasobwa
Okwanger Naftale	Akolikeje
Edau Alfred	Akolikeje
Omagur John	Akasobwa
Ecoman Bendi	Akasobwa
Arungole Mike	LCI Chairperson Akolikeje
Alfred Olupoi	
Opusimo John	LC I Secretary Akasobwa
Atiang Martine	LCI Secretary
Opusimo Sidonio	Okwamomwar
Etukoit Levi	Akolikeje
Kalet Simon	Akolikeje
Gcila Valentine D	Parish Chief

**Table VIII: PGD meeting with local leaders in Auukum Usuk sub county Katakwi district**

Name	Position
Isreal Kumar	Amukulat Youth Secretary
Emuron Issa	Amukulat LCI
Euuman George Willy	Chairman Aakum Child And Family Program
Amodoi Benjamin	PTA Excutive Member
Ecumam Simon Peter	PDC Executive Member
Omeju Grace	Chairperson Aakum Parish
Wilson Opul	Lay Leader
Auleta James	D. Amukulat V
Atuco Janet	Teacher
Arara Seperio	C/ Person
Amodoi Hellen	Chair Person Women Apuuton
Malinga Gabriel	CBF Aakum Parish
Okolimo Mary	LCI WF Ameritele
Amatum Paul	Chair Person
Ayuun John Stone	General Secretary LCI Amukurat
Iluma Samson	Chair Person LCI Ameritele
Iberut Moses	Chairman LCIII Aakum
Opio James	Peasant Aakum
Otwele Benjamin	LCII Defence Aakum
Emoit John Robert	Chairman Aakum Health Management Committee
Oluka William	Opinion Leader Aputokupya
Olinga Betty	Chairperson LCI Tibong

**Table IX: PGD meeting with men in Opeta Parish Magoro sub county Katakwi district**

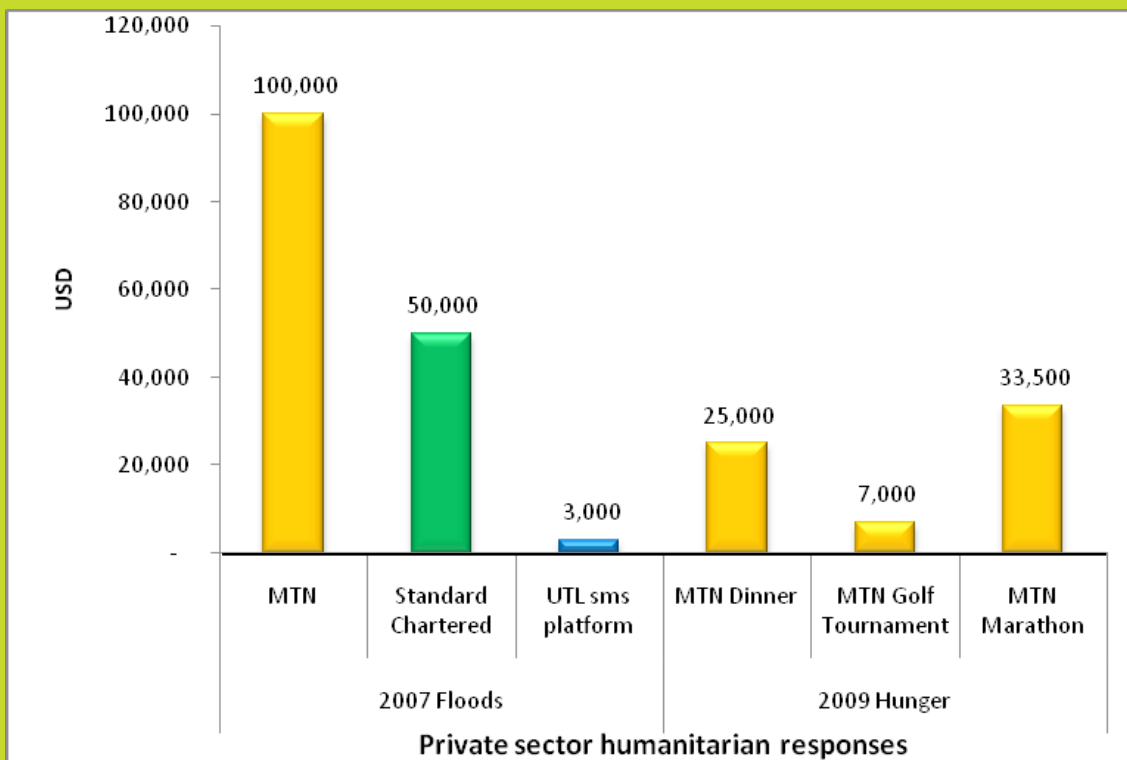
Name	Name
Imalingat Boniface	Okedi Simon Peter
Omongin Johnson	Omal Joseph
Tukei John Robert	Opesi
Okwakol Sp	Epolot Charles
Aupal Gilbert	Opio Charles
Opolot John	Ogut Joseph
Inya Simon Peter	Olrircho Pampas
Otuleke Alex	Omoyu Simon
Oklia Godfrey	Odeke Titus
Ooja G Micheal	Obwapus Emanuel
Atukot Robert	Auchr John Bosco
Oluka John	Ogom Simon
Omoding Sam	Aukim Charles
Ogwang David	Okinor C
Isiret John	Elumgot M
Okwalinga Levi	Akol
Owivii Radio	Alutia Jr
Edwan Yanasani	Egema Anania
Amailuk Rischard	Okello XP
Amodoi Sam	OmUNET Chalis
Edongot Nelson	Ekolodona S
Okwaunga Solomoni	Opio Amx

Name	Name
Idwat Richard	Ekitui Nelson
Okwi John	Okwenu Moses
Obongo Peter	Okwii Simon Peter
Okello Chris Topa	Oked C
Obwol Simon Peter	Ogemwa Julius
Osayet Peter	Izotin
Olupo Simon	Odeka Aupal
Ojakol Esapat Stephen	Otal Robert
Amailuk Jiohn Robert	Ingulenu Mick
Omamutum C	Atodo John Robert
Okwaput Moses	Ojaka Simon Peter
Olawa	Okello Robert
Opolot Isalah	Okwil Nicholas
Emulut N	Olupot Emma

**Table X: PGD meeting with men in Peché Ward Patongo Town Council Pader district**

Name	Name
Olwal Peter	Okidi Anthony
Okello Samson	Okeny Gasper
Bodo Akwilino	Ochan Donas
Ochen Joseph	Odongo Adel
Adwel Aido	Ocen Samuel
Okello Moses	Waka Ben
Ochen David Richard	Okot Aldo
Ocam Fransis	Tata Dawula
Ongom Aido	Adonga Thomas
Oyoo Anthony	Komakech Richard
Akena John	Odwonu Alfose
Otto Joseph	





**DEVELOPMENT RESEARCH AND TRAINING (DRT)**

Mutesasira Zone, Plot 40, Block 254, Kansanga

P. O. Box 22459, Kampala - Uganda

Tel 256 (0) 312 263 629/30 (0) 414 269 495

Email: [info@drt-ug.org](mailto:info@drt-ug.org)

Website: [www.drt-ug.org](http://www.drt-ug.org)